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ABSTRACT

The original report on professional educators in vocational education is summarized briefly and the twelve recommendations are reported in full. They cover (1) State prerequisites for Federal funding, (2) interstate professional development programs, (3) active identification and recruitment of prospective vocational instructors from minority groups, (4) program expansion to encourage geographic dispersion, (5) more active liaison between vocational educators and professional administrator groups, (6) development of programs to train manpower planners for State and local government, (7) in-service seminars for State education personnel, (8) national, State, and regional studies of needs funded through Section 503a of the Education Professions Development Act, (9) a national study of currently employed vocational educators, (10) more emphasis on baccalaureate programs in shortage fields, (11) encouragement of development of flexible instructional materials, (12) coordinated efforts to meet the critical health occupations instructor need. (MS)

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VOCATIONAL EDUCATION:

STAFF DEVELOPMENT PRIORITIES FOR THE 70'S

A Summary

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NATIONAL ADVISORY COUNCIL ON EDUCATION PROFESSIONS DEVELOPMENT

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VOCATIONAL EDUCATION: STAFF DEVELOPMENT PRIORITIES FOR THE 70'S

A Summary

A Report of the
National Advisory Council
on Education Professions Development

National Advisory Council on Education Professions Development
Room 308, 1111 - 20th Street, N.W., Washington, D.C. 20036

The National Advisory Council on Education Professions Development was established by Public Law 90-35 in June of 1967. Members are appointed by the President. The Council is charged with the review of the Education Professions Development Act and of all other Federal programs for the training and development of educational personnel. Reports of findings and recommendations are made to the President and to the Congress.

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*as of March 1973

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Joseph Young - Executive Director

FOREWORD

Over the last several years there has developed in the nation a heightened awareness of the importance of vocational education. The intense public interest that has been demonstrated in this aspect of education is a most salutary development.

To translate this awareness to effective action will require effort on many fronts. Certainly, a very substantial part of this effort concerns the training and development of educational personnel in this field.

In May of 1972 the National Advisory Council on Education Professions Development voted to assign special priority to this topic, and to prepare a report which would identify the needs for educational personnel development in vocational education, and review existing legislation and programs with a view to determining the extent to which they were meeting these needs.

The Council felt strongly that any study of the needs for the training and development of vocational educational personnel would not be adequate unless it was based on the broadest conception of vocational education. Among other things, this means that account must be taken of the many new occupations which require specialized training, and the increasingly rapid changes that are taking place in the nature of existing occupations. One of the important implications of these changes is that provisions must be made to insure that teachers, administrators, counselors, teacher educators, and other personnel in vocational education are kept abreast of a constantly changing world of work. Thus, the continuing education of personnel in this field of education is an imperative.

The Council commissioned Dr. Rupert N. Evans, Professor of Vocational and Technical Education, University of Illinois, to prepare a draft report which would deal with these concerns. The Council has reviewed the draft and, with appropriate revisions, approved the final report.

The full report is one hundred and sixty seven pages in length. This summary has been prepared to highlight major findings and recommendations.

The members of the Council hope that decision-makers -- at all levels of government and in both the public and private sector -- will find the observations and recommendations of this report useful in gaining a further understanding of this important aspect of vocational education.

Mary W. Rieke
Chairman
National Advisory Council
on Education Professions
Development

VOCATIONAL EDUCATION: STAFF DEVELOPMENT PRIORITIES FOR THE 70'S

In vocational education, as in other types of instruction, there are two requisites for the successful teacher: he or she must know what to teach and how to teach it. There are several sub-specialties within vocational education. In some of these specialties, for example agriculture and home economics, the teachers typically complete a collegiate teacher education program and learn how to organize, present and evaluate instruction. However, many of them have not had significant amounts of paid occupational experience, and hence need help in acquiring an up-to-date knowledge of what to teach.

In other specialities, for example trades and industries and health occupations, the teachers tend to have up-to-date occupational competence, but not to be prepared to organize, present, and evaluate instruction.

These two groups of vocational teachers are of about equal size, so it can be said with some justification that half of the vocational teachers need to know what to teach and the other half need to know how to teach it. Such a statement, of course, ignores the sizable numbers who are well prepared in both, and the smaller, but still sizable numbers who need both.

There are several reasons why this situation has developed, but two reasons appear most significant: (a) in order to fill vacant positions, schools recruit people direct from employment and put them to work as teachers with little or no preparation, and (b) universities have been slow to transfer resources from programs which prepare teachers of prestigious, but over-supplied fields such as history and English

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to programs which upgrade teachers of less prestigious, but shortage fields, such as vocational and practical arts education.

But these are not the only professional development needs in vocational education. The need for vocational guidance counselors has been stressed repeatedly. Persons prepared to administer and supervise vocational education programs are in short supply. And, perhaps the most significant shortage is of community college and public school administrators who understand the importance of vocational education for society and for the individuals in our educational systems.

In this summary report the Council has set forth its major recommendations. Each recommendation is preceded by a brief rationale which attempts to summarize the reasons for the recommendation.

RECOMMENDATIONS

Rationale for Recommendation Number 1

Bureau of Educational Personnel Development* (NCIES) Leverage for State Program Change

One of the principal effects of federal funding in education results from the leverage it exerts. By tying federal grants to revision of local and state policies and programs, the funding office can

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* In 1971, re-named the National Center for the Improvement of Educational Systems (NCIES). However, in this report "Bureau of Educational Personnel Development" (or BEPD) will be used since this nomenclature is familiar to most.

exert pressure which is enormous in relation to the amount of money it spends. This principle has been used with dramatic effect by BEPD in persuading more than half of the states to establish offices responsible for planning, arranging, and evaluating programs of vocational education personnel development activities. Similar effects have been achieved by the statutory requirement of EPDA that Section 552 funds can go only to "comprehensive" graduate training programs. Additional leverage should now be exerted to insure the meeting of further goals.

Recommendation Number 1

Federal funding for vocational education personnel development should be made contingent on each state putting into effect one or more of the following steps each year:

a. Development of plans for certifying the quality of occupational competence of professionals at the time of employment and periodically thereafter.

b. Development of procedures for reciprocity of vocational certification across state lines.

c. Establishment of a vocational education personnel development unit at the state level with full-time personnel and with responsibility for establishing a data system for personnel development planning.

d. Development of plans for college and in-service credit for occupational experience of prospective and experienced vocational education professionals.

e. Advertising the availability of all vacant vocational education professional positions on a regional or nationwide basis.

f. Support for agencies accountable for vocational in-service education to large city systems and in regions of the state to serve smaller schools.

g. Development of mechanisms for exerting leverage on colleges and universities to provide programs for development of vocational education personnel in badly needed specialties and for implementation of programs for evaluating the quality of their graduates.

Rationale for Recommendation Numbers 2,3,4,5,6, and 7

Changes in Bureau of Educational Personnel Development (NCIES) Policy

This study has identified a number of deficiencies in vocational education personnel development which could be alleviated by the institution of new programs within BEPD with no change in the Education Professions Development Act, or within the Bureau of Adult, Vocational and Technical Education if it were to use the leverage possible through refusal to approve inadequate state plans for Vocational Education Personnel Development.

Recommendation Number 2

Consortiums of state vocational education professional development units should be funded to provide for planning and contracting for pre-service and in-service vocational education professions development to

serve more than one state, under the following circumstances:

a. In groups of sparsely populated states.

b. In occupational fields which are so uncommon as not to justify a program in each state in the region.

c. In occupational fields which are new, and for which the demand is expanding.

Recommendation Number 3

The most critical minority group shortage in any type of profession appears to be the shortage of minority group instructors in vocational education. This shortage is particularly severe in occupational fields in which there has been strong discrimination against employment of minorities, one result of which is near absence of occupationally competent minority group members who are qualified to teach these vocational subjects. Consequently, whole states have not a single black male vocational or technical instructor in several occupational fields. Shortages of American Indian and Hispanic instructors are probably at least as severe, though adequate data are not available. A major priority of Part B of the EPDA should be the identification of prospective vocational instructors from minority groups, and provision of funds for students, colleges, and employers to develop part-time cooperative (part-time school and part-time work) programs to provide these badly needed professionals in the shortest possible time while insuring that they will be able to perform adequately. Opening the door is not enough.

Recommendation Number 4

The geographic mobility of vocational education professional

personnel is very low. The reasons for this are not clear, but they would appear to include:

a. Inadequate labor market mechanisms for transmitting knowledge about vacant jobs in vocational education and about the availability of highly competent practitioners of an occupation who might be interested in teaching it.

b. Teacher certification rules which penalize reciprocity across state lines, particularly for vocational education personnel.

c. High out-of-state tuition in collegiate programs.

d. The comparatively low socio-economic background of most vocational education personnel.

The BEPD Leadership Development Awards (Section 552, Part F, EPDA) program provides a partial solution for this problem by assigning each state a quota of trainees and sending them to an outstanding training center, often in another state. As this program is expanded from the present program for doctoral students to include lower levels of graduate school, the process of geographic dispersion should be continued under the assumption that a high percentage of these trainees will have opportunities for leadership outside their home locality and will serve to decrease the amount of geographic inbreeding in the vocational programs to which they move. If Part F of EPDA is expanded to allow undergraduate education professions development, the same principle should be followed.

Recommendation Number 5

General school administrators (school superintendents, community

college presidents and their immediate subordinates) should be taught the rationale for vocational education. This should be part of their pre-service and in-service education, but to get it installed, much more active liaison will be needed with the American Association of School Administrators, the National Council of Educational Administration, and the American Association of Junior Colleges. Seminars, convention programs and publications are needed and have been employed on a small scale, but a highly effective method has not been used: the post-doctoral fellowship. If a city superintendent or a college professor of educational administration could spend a six-month post-doctorate with Dr. Paul Briggs of Cleveland, he would learn a great deal.

Recommendation Number 6

One of our most severe personnel shortages is the lack of capable suppliers of manpower data for state and local vocational education planning. Graduate programs in two or three universities should be subsidized from Federal funds until they can become self-supporting. Close ties with the developing programs to train manpower planners for state and local government would appear to be logical, since each program could affect the other in desirable ways.

Recommendation Number 7

In-service seminars should be provided for state-level education professions development personnel to improve their capabilities for planning. Consultants should be provided to assist these state-level planners in solving individual problems.

Rationale for Recommendation Numbers 8 and 9

Characteristics of Vocational Education Professionals

We know remarkably little about the target population for vocational education professions development--the vocational teachers, counselors, coordinators, supervisors, administrators, researchers, teacher educators, curriculum developers, and evaluators--who are the heart and soul of vocational education. Their successes and their failure affect the lives and futures of students in vocational education programs and could affect similarly the vast numbers of youth and adults who should be, but are not, in such programs. Indeed, as an integral part of career education, vocational education and its practitioners have a potential for affecting all youth and adults. Clearly we could do a better job of designing and carrying out vocational education professions development if we knew more about the characteristics and needs of vocational educators.

A closely related subject is the study of supply and demand for vocational education professionals. Educated guesses indicate a probable shortage in 1975 of from 38,000 to 73,000 teachers (reported in Somers, 1971, p. 157). However, Foran and Kaufman (1971, p. 149) say a possible surplus of 4,000 vocational teachers at the secondary school level could occur if salaries and working conditions were improved dramatically. This latter projection assumes that all new vocational teachers will take positions in secondary schools and that none will be employed in community colleges, in adult education programs or in non-educational jobs. Obviously this level of description and analysis leaves much to be desired. Other national studies of

teacher supply and demand are even less satisfactory, and qualitative studies of need in vocational education personnel development are non-existent.

Recommendation Number 8

Section 503a of the Education Professions Development Act should be funded for the first time in order to carry out the statutory authority to "appraise the Nation's existing and future personnel needs in the field of education, including . . . vocational and technical education . . . and the adequacy of the Nation's efforts to meet those needs." These studies should take into account the interchangeability of vocational education personnel among programs in manpower training, private trade and business schools, military technical schools, some types of training within business and industry, and vocational education in public secondary and post-secondary schools. Because of the low degree of mobility of vocational education professionals, national studies will not be adequate alone, but must be supplemented by state and regional studies of EPD needs. These studies should be related to assessment of the adequacy of each state's one- and five-year plans for EPD, and to evaluation of the extent to which these plans are being achieved.

Recommendation Number 9

A series of national studies of currently employed vocational education professionals should be funded to answer such questions as:

a. Why do vocational education professionals have such low geographic mobility?

b. Why are vocational education professionals who are of a minority sex (eg. male business and office teachers, and female trades and industry teachers) so unlikely to actually enter educational positions for which they are prepared?

c. Why have so many vocational agriculture professionals taken vocational courses in high school, while so few vocational education personnel in other specialties have been closely involved with vocational education at this age?

Rationale for Recommendation Number 10

Changes in the Education Professions Development Act

Part F of EPDA virtually prohibits federal support for programs designed to develop new vocational education personnel who hold less than a baccalaureate degree. In theory, but not in practice, it permits support for experienced non-degree teachers. The problem is that most EPDA-supported programs are at the graduate level, and non-baccalaureate teachers have to jump many hurdles to get graduate (or even undergraduate credit. More than 25% of currently employed teachers have less than a baccalaureate degree, and in some large parts of vocational education, such as trades and industry, the percentage rises to more than sixty. Obviously those percentages are much larger for inexperienced vocational educators.

Recommendation Number 10

Section 553 of the Education Professions Development Act should be amended to place more emphasis on pre-service baccalaureate programs for vocational education professions in specialties for which a shortage

of qualified personnel may reasonably be expected to exist. Baccalaureate programs in shortage fields will also serve experienced, non-degree teachers, but experienced teachers will also need educational leaves and stipends tc allow them to acquire degrees expeditiously.

Rationale for Recommendation Number 11

Changes in Appropriations For the Education Professions Development Act

Section 554 of Part F of the Education Professions Development Act deals with EPD for curriculum development. It has never been funded, but USOE has interpreted it as suggesting the need for support for the education of personnel who are concerned with the development of curriculum materials for vocational education. A broader interpretation would allow the development of curriculum materials for the training of vocational education professionals.

Recommendation Number 11

Section 554 of Part F of the Education Professions Development Act should be funded and should be interpreted to encourage the creation of curriculum materials for individualized, open-entry, open-exit, in-service [illegible]ion of full-time and part-time vocational education professionals who lack training in organizing, presenting, and evaluating the courses they are teaching. Similar individualized in-service curriculum materials should also be prepared for vocational teacher educators. Another useful aid would be a Directory of Training Opportunities which would describe education professions development programs available from public and private sources.

Recommendation Number 12

The greatest unmet need for personnel development for teachers is in the health occupations area. The Federal government's activities in this important area are sorely lacking in coordination and are almost entirely aimed at increasing technical, rather than instructional competence. Some development programs are being conducted by a few universities, private foundations and professional associations, but the absence of a coordinated effort is undoubtedly an important factor which keeps the need in this field at such a critical level.

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A brief rationale for the recommendations has been included in this summary. The National Advisory Council on Education Professions Development feels, however, that before they adopt recommendations in any field, they need to study a complete report of problems and needs in that field. The Council's full report on vocational education professions development contains a more complete rationale. Individuals or groups who desire to consult the full report on which these recommendations are based may obtain a copy of this document from the Council's office.*

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